



III.

transportation
planning framework



REGIONAL GOALS

Building on the considerable effort that went into developing the 1998 RTP, the following goals have been updated to emphasize subregional and market-based approaches to improved mobility:

1. Improve transportation mobility for all people and enhance the movement of goods within the subregions and the Region.
2. Ensure that transportation investments are cost-effective, protect the environment (including improving air quality), promote energy efficiency and enhance the quality of life.
3. Serve the public's transportation needs in safe, reliable and economical ways that also meet the individual needs of those who depend on public transit, such as the elderly, handicapped and disadvantaged.
4. Develop regional transportation solutions that complement the subregional transportation systems and the land-use plans of communities within the subregions.
5. Promote transportation strategies that are innovative and market-based, encourage new technologies and support the Southern California economy.
6. Encourage land-use and growth patterns that enhance the livability of our communities and maximize the productivity of transportation investments.

TRANSPORTATION PLANNING POLICIES

The following policies were adopted in the 1998 RTP to help guide regional transportation investments and continue to reflect the transportation policies of the Region:

Policy #1

Transportation investments shall be based on SCAG's adopted Regional Performance Indicators.

Policy #2

Transportation investments shall mitigate environmental impacts to an acceptable level.

Policy #3

Major Investment Studies or other major planning studies for regional transportation facilities shall include consideration of freight movement.

Policy #4

Transportation Control Measures included in the approved State Implementation Plan (SIP) shall be a priority.

Policy #5

The Regional Transportation Improvement Program (RTIP) shall be developed using the RTP as guidance, and approval shall be based on its consistency with the RTP.

Policy #6

Implementing freight improvements, advanced transportation technology, airport and seaport ground access and traveler information services, shall be RTP priorities.

Policy #7

Projects proposed for the RTIP that do not indicate a reasonable phasing of construction between segments will not be approved.

Policy #8

Commercial airport capacity shall be expanded to serve passenger and freight needs with environmental and ground access impacts being mitigated to an acceptable level.

Policy #9

All existing and new public transit services, facilities and/or systems shall be fully accessible to persons with disabilities as required by applicable sections of the 1990 Americans with Disabilities Act.

Policy #10

All existing and new public transit services shall be provided in a manner consistent with Title VI of the 1964 Civil Rights Act and Executive Order 12898 on Environmental Justice, including the prohibition of intentional discrimination and adverse disparate impact with regard to race, ethnicity or national origin.

Policy #11

All existing and new public transit services, facilities and/or systems shall evaluate the potential for private sector participation through the use of competitive procurement and feasible institutional arrangements.

Policy #12

New freeway facilities shall be open for Goods Movement except where safety would prohibit this.

Policy #13

Tolled highway facilities shall be designed, operated and priced to encourage the use of public and private transit, carpools, vanpools and other HOVs. Average vehicle occupancy on the toll facility shall be comparable to similar facilities without tolls.

Policy #14

Pricing policies may be applied by appropriate agencies to maintain acceptable levels of service of facilities.

Policy #15

Arterial HOV facilities to support transit and rideshare will be supported and encouraged.

Policy #16

Maintaining and operating the existing transportation system will be a priority over expanding capacity.

Policy #17

Alternatives to highway expansion must be evaluated before giving regional approval to expand single-occupancy lanes.

Policy #18

Each county should provide environmentally acceptable airport capacity within its own market area to meet local and domestic air passenger demand.

Policy #19

Airports shall be expanded and added to the system to reinforce regional growth patterns and to make regional communities more livable.

Policy #20

International facilities should be developed at other commercial airports in the SCAG Region in addition to LAX.

A matrix depicting the relationship between goals, policies and actions is presented in the Technical Appendix.

PERFORMANCE MEASURES

PERFORMANCE-BASED PLANNING

The 1998 Regional Transportation Plan, the State RTP Guidelines and the Transportation Efficiency Act for the 21st Century (TEA-21) call for the use of performance-based measures that will help decision-makers better analyze transportation options.



To meet the challenges of performance-based planning, SCAG developed Performance Indicators that consider transportation from a “user’s perspective.” Every day, millions of users consider rush hour congestion, speeds, reliability of service, parking costs and other factors before making trip choices. SCAG’s Performance Indicators are based on these very same “common sense” criteria.

SCAG’S PERFORMANCE INDICATORS

SCAG’s Performance Indicators were developed with the help of the public, stakeholders, subregions, County Transportation Commissions/subregions and several SCAG committees, including a Peer Review Committee and SCAG’s Transportation and Communications Committee (TCC), which approved the Performance Indicators at its regular meeting in September 1995. The Performance Indicators focus on the ease of movement of people and goods.

At the request of SCAG’s Transportation and Communications Committee, and on the basis of early subregional input, the 1998 RTP also provided analysis on transportation equity issues and considered the impact of transportation policies that treat the automobile as one of many travel options available as opposed to the only option. Transportation equity discussions have been expanded and elaborated in the 2001 RTP as part of the environmental justice analysis. For further discussion on SCAG’s Performance Indicators, please refer to the Technical Appendix.

Table 3.1

PERFORMANCE OBJECTIVES		
Objective	Performance Indicators	Target
Mobility Transportation System should meet the public need for improved access and for safe, comfortable, convenient, fast and economical movement of people and goods.	Avg. work trip travel time in minutes PM peak freeway travel speed PM peak non-freeway travel speed Percent of PM pk travel in delay (fwy) Percent of PM pk travel in delay (non-fwy)	25 minutes (auto) 45 minutes (transit)
Accessibility Transportation system should ensure the ease with which opportunities are reached. Transportation and land-use measures should be employed to ensure minimal time and cost.	Work opportunities within 45 minutes of door-to-door travel time (mode neutral) Average transit access time	
Environment Transportation system should sustain the development and preservation of the existing system and the environment (all trips).	CO ROG NOx PM10 PM2.5	Meet the applicable SIP Emission Budget and the transportation conformity requirements
Reliability Transportation system should have reasonable and dependable levels of service by mode (all trips).	Transit Highway	63% on-time arrivals 76% on-time arrivals
Safety Transportation system should provide minimal accident, death and injury (all trips).	Fatalities per million passenger miles Injury accidents	0 0
Livable Communities Growth Visioning Subcommittee has been initiated to further articulate and evaluate growth, land-use and livable communities strategies for inclusion in the next RTP update.		
Equity/Environmental Justice The benefit of transportation investments should be equitably distributed among all ethnic, age and income groups (all trips).	By income groups share of net benefits	Equitable distribution of benefits among all income quintiles
Geographic Equity Work is continuing in further refining the issue and evaluation methodology. It will be considered for inclusion in the next RTP Update.	Expenditures vs. benefits	Equitable distribution of benefits
Cost-Effectiveness Maximize return on transportation investment (all trips) - Air Quality - Mobility - Accessibility - Safety	Return on total investment	Optimize return on transportation investments
Transportation Sustainability Work is continuing in further refining the issue and evaluation methodology. It will be considered for inclusion in the next RTP Update.		

TRANSPORTATION PLANNING PROCESS

OVERVIEW OF FEDERAL REQUIREMENTS

Under the TEA-21, the U.S. Department of Transportation (USDOT) requires that the Metropolitan Planning Organizations (MPOs) prepare long-range transportation plans. In federally designated non-attainment and maintenance areas, these plans must be updated every three years. SCAG adopted the 1998 RTP in April 1998. The 2001 RTP is an update to the 98 RTP and it replaces the 98 RTP in its entirety.

The federal requirements for metropolitan transportation plans include the following key provisions:

- ▶ Plans must be developed through an open and inclusive process that ensures public input and seeks out and considers the needs of those traditionally under served by existing transportation systems
- ▶ Plans must be for a period not less than 20 years into the future
- ▶ Plans must reflect the most recent assumptions for population, travel, land use, congestion, employment and economic activity
- ▶ Plans must be financially constrained and revenue assumptions must be reasonable in that they can be expected to be available during the time frame of the Plan
- ▶ Plans must conform to the applicable State Implementation Plans (SIPs)
- ▶ Plans must consider seven planning factors and strategies, in the local context, as follows:
 - (1) Support the economic vitality of the United States, the individual States and metropolitan areas, especially by enabling global competitiveness, productivity and efficiency;
 - (2) Increase the safety and security of the transportation system for motorized and non-motorized users;
 - (3) Increase the accessibility and mobility options available to people and for freight;
 - (4) Protect and enhance the environment, promote energy conservation and improve quality of life;
 - (5) Enhance the integration and connectivity of the transportation system, across and between modes throughout the state, for people and freight;
 - (6) Promote efficient system management and operation; and
 - (7) Emphasize the preservation of the existing transportation system.

OVERVIEW OF STATE REQUIREMENTS

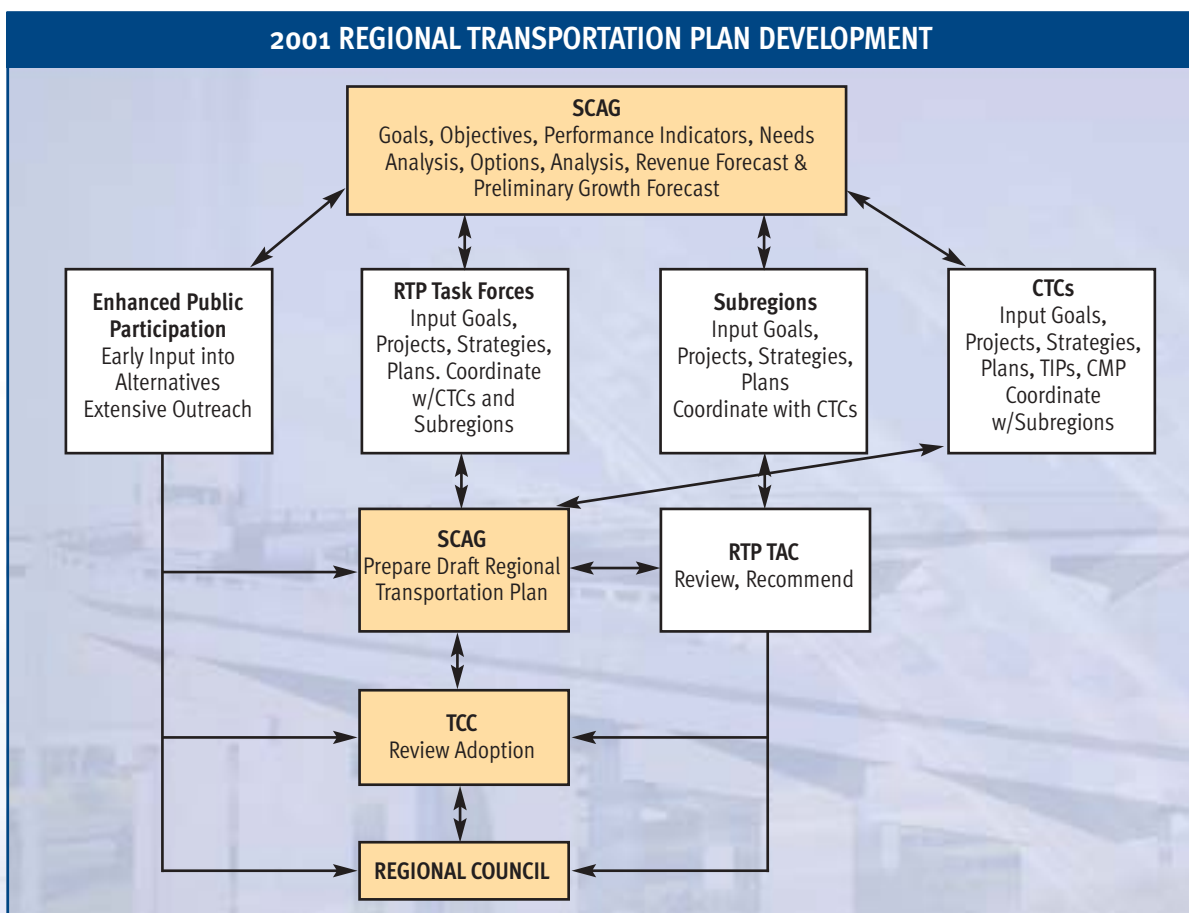
The state, whose requirements largely mirror the federal requirements, has adopted extensive RTP guidelines. Key additional state requirements are briefly discussed here. Transportation plans must comply with the California Environmental Quality Act (CEQA) and the 2001 RTP will meet those requirements. In addition, the first four years of plans must be consistent with the four-year State Transportation Improvement Program (STIP) as incorporated into the SCAG RTIP. Further, the state guidelines call for program-level performance measures that include objective criteria that reflect the goals and objectives of the RTP. The State guidelines also call for three specific elements of regional plans: a policy element, an action element and a financial element.

SCAG'S PLAN UPDATE PROCESS

The 2001 RTP is intended to provide strategic direction for transportation investments over the 2001-2025 time period. The next RTP must be updated no later than three years from the date of the federal conformity determination of the 2001 RTP. The RTP is a critical document to assure federal and state transportation funding.

To address the challenges faced by the Region as well as update the RTP on the schedule required by the USDOT, SCAG initiated a bottom-up collaborative planning process that included 12 Task Forces and numerous subcommittees. These Task Force members included hundreds of local and regional officials, representatives of federal and state agencies and representatives of community groups and environmental organizations (see Technical Appendix for listing of Task Force, subcommittee members and meeting dates). A listing of the Task Forces and key committees is presented here. Figure 3.1 depicts the 2001 RTP development process.

Figure 3.1



Regional Plan Task Forces and Key Subcommittees

RTP Technical Advisory Committee (TAC)

Growth/Forecast

Long-Range Transportation Finance

Aviation

Transportation Corridors

High-Speed Rail

Regional Transit

Four Corners

Truck Lanes

Goods Movement

Modeling

Subregional Coordinators Group

TRANSPORTATION PLANNING IN THE SCAG REGION

Numerous agencies are charged with the responsibility for transportation planning and investment decisions within the SCAG Region. This section of the 2001 RTP summarizes the planning environment and discusses how SCAG integrates the planning activities of each of the counties in the Region to ensure a balanced, multi-modal plan that meets regional as well as county-specific goals.

Each of the six counties in the SCAG Region has a Transportation Commission or Authority, with the exception of Imperial County, where Imperial Valley Association of Governments (IVAG) serves as the countywide trans-

portation agency. These agencies are charged with county-wide transportation planning activities, allocation of locally generated transportation revenues and, in some cases, operation of transit services. In addition, there are 14 subregions within the SCAG Region. These are groups of cities and communities geographically clustered (sometimes comprising an entire county), which work together to identify, prioritize and seek transportation funding for needed investments in their respective areas. Finally, the SCAG Region comprises all or part of seven different air quality non-attainment or maintenance areas in five air basins and federal law requires that transportation and air quality planning are coordinated in these non-attainment and maintenance areas.

PUBLIC OUTREACH AND PUBLIC INVOLVEMENT

As a metropolitan planning organization (MPO), SCAG is required to implement a public involvement process to provide complete information, timely public notice and full-public access to key decisions and to support early and continuing public involvement in developing its regional plans. This is in accordance with Section 450.316(b) of the

Stakeholders in the Development of the 2001 RTP

Southern California Association of Governments

County Transportation Commissions/ Transportation Sales Tax Commissions

Los Angeles

Orange

San Bernardino

Riverside

Ventura

Imperial

Subregional Council of Governments

Arroyo Verdugo Cities

Coachella Valley Association of Governments

Gateway Cities COG

Imperial Valley Association of Governments

Las Virgenes-Malibu-Conejo COG

City of Los Angeles

North Los Angeles County

Orange County COG

San Bernardino Associated Governments

San Gabriel Valley COG

South Bay Cities COG

Ventura County COG

Western Riverside County COG

Westside Cities COG

Local and County Governments

Other Owners, Operators and Implementing Agencies

Caltrans District Offices

Airport Authorities

Port Authorities

Transit/Rail Operators

Resource/Regulating Agencies

USDOT (FHWA, FTA, FAA, FRA)

US EPA

CA DOT

CA Air Resources Board

CA EPA

Air Districts

**Other private, non-profit organizations,
interest groups and Tribal Communities**

metropolitan planning regulations. SCAG formally adopted a Public Participation Program in September 1993. Further, Title VI of the Civil Rights Act of 1964 and associated regulations and policies, including President Clinton's 1994 Executive Order 12898 on Environmental Justice, seek to assure minority and low-income populations are involved in the regional planning process.

In light of this context, SCAG formalized a Public Involvement Program in 1999 for the 2001 RTP. For the RTP, a multi-pronged approach established a specific public outreach and participation program. This program included the following outreach methods:

- ▶ Agreements with SCAG subregions to implement their own subregional outreach programs
- ▶ Presentations to established organizations on the RTP throughout the Region
- ▶ Specific public workshops on the RTP throughout the Region
- ▶ Electronic Town Halls to focus upon specific topics of the RTP
- ▶ Direct outreach to the minority and low-income populations
- ▶ A Transportation Summit (focusing on the regional transportation situation)
- ▶ Business roundtable forums with representatives of the business community
- ▶ Development of written and visual material to communicate the status and content of the RTP, including newsletters, fact sheets and PowerPoint presentations
- ▶ A public comment form used throughout the outreach program (in person at public meetings and online)
- ▶ Creation and further development of community contact databases throughout the Region
- ▶ Direct mail and electronic mail to community contacts regarding the RTP
- ▶ SCAG's website, featuring the Draft 2001 RTP, including public meeting notices and the latest written information on the RTP (bilingual in English and Spanish)
- ▶ Advertising support for the RTP Draft and Final Program Environmental Impact Report throughout the Region

The Public Outreach and Participation Program in support of this RTP was implemented throughout the Region. The main objective of this communication effort was to get the word out about the RTP and to receive input back from the public. As the RTP itself was being developed, debated and updated at SCAG by its elected officials, technical advisors and staff, the Public Outreach and Participation Program kept pace with its content and decision points. This included the policy discussions from the RTP Task Forces, the Transportation and Communications Committee and the SCAG Regional Council. Each SCAG meeting was publicly noticed and opportunities for comments were provided.



With the participation of most SCAG subregions and a central communications consultant team, SCAG was able to complete a comprehensive outreach program. In summary, this included the following:

- ▶ 78 Public Workshops and/or Organizational Presentations
- ▶ 38 Environmental Justice Community Dialogues
- ▶ Two (2) Electronic Town Halls focusing on transportation finance and Goods Movement, respectively
- ▶ Three (3) Business Roundtable Forums
- ▶ One (1) Transportation Summit at the University of Southern California
- ▶ One (1) E-Commerce Summit
- ▶ A multitude of PowerPoint presentations on the RTP tailored specifically to subregions and updated as the RTP progressed
- ▶ Eight (8) fact sheets on individual topics of the RTP, updated as the RTP progressed
- ▶ More than 1,500 public comments on the RTP
- ▶ More than 585,000 “hits” on the public website, including 30,308 unique users


All public input efforts and results are documented in the RTP Technical Appendix. Specific public comments on the RTP were recorded and considered by SCAG staff in the development of this 2001 RTP.

ENVIRONMENTAL JUSTICE

It is SCAG's policy to integrate environmental justice into its transportation planning process. This is done, in part, to comply with Title VI of the Civil Rights Act of 1964 and associated regulations and policies, including President Clinton's 1994 Executive Order 12898 on Environmental Justice. In general, these laws and orders prohibit discrimination on the basis of race, income, age or disability.

In the transportation planning context, SCAG seeks to assure that Plan benefits and burdens are not inequitably distributed within the Region. If inequities are found, they should be mitigated, though they can be justified if there is no less-discriminatory alternative or if any alternative would pose an extraordinary financial cost.

SCAG has accomplished this goal through two main efforts: public outreach and analysis. Our public outreach efforts are intended to assure that all members of the public have the opportunity to participate meaningfully in the planning process. These efforts include targeted outreach to minority and low-income communities throughout the Region to assure that their concerns are heard and addressed.



In the transportation planning context, SCAG seeks to assure that Plan benefits and burdens are not inequitably distributed.

In its 1998 RTP, SCAG conducted an extensive analysis designed to test the equity of its Plan for minority and low-income residents of the Region. The analysis for the 1998 RTP found that, while overall Plan expenditures would benefit high-income groups more than low-income groups, the Plan also contained transit elements that would improve access to opportunity for low-income and minority residents of the Region.

Since the 1998 RTP was released, the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA) have renewed their commitment to assuring environmental justice in the programs they fund. In 2000, the agencies issued proposed revised planning regulations,³ which would link MPO certifications to environmental justice activities. SCAG has responded to the FHWA and FTA expectations with the application of detailed analytical approaches and extensive public outreach efforts, as described below.

Public Outreach on Environmental Justice Issues

As referenced above, federal planning regulations and policies require that a wide spectrum of stakeholders have the opportunity to participate meaningfully in the planning process. Toward this end, SCAG placed an emphasis on reaching out to the minority and low-income communities and the leadership that represents these communities.

A series of Community Dialogue meetings (41) was held throughout the Region. For these dialogues, an overview of SCAG and its purpose was presented prior to delving into the content and importance of the RTP. Appropriate language interpretation services were provided for these meetings as needed.

Further, a series of four (4) of meetings was held with a set of leadership groups that represent the minority and low-income communities, including those focusing upon environmental issues. SCAG elected officials lead these meetings. With this audience, SCAG reviewed its environmental justice policy language as it was being developed. It also reviewed its RTP environmental justice impact analysis at a set of meetings with these groups. All input was documented and considered in the development of the 2001 RTP.

Analysis Methods

SCAG's environmental justice analysis has two major components: 1) focus on the distribution of environmental impacts and 2) calculation of net benefits of the Plan, including accessibility and mobility. The distribution analysis attempts to identify environmental impacts of the RTP that have the potential to affect different ethnic or income groups differently. The areas addressed by SCAG's program include noise, traffic congestion, air quality and safety (specifically traffic safety). The accessibility analysis examines the Plan's overall effects on the ability to reach jobs and essential services for all income and ethnic groups in the Region.

In accordance with proposed federal planning regulations and environmental justice guidance, SCAG bases these analyses on demographic data—specifically, the projected locations of low-income and minority populations in 2025. Where possible, impacts on the elderly and disabled are also included in the analysis.